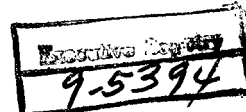


17 JUL 1957



MEMORANDUM FOR: Deputy Director for Coordination

SUBJECT : Implementation of ORR's Coordination Responsibilities

1. Attached is an ORR document dealing with coordination problems which I am not sure you have seen. It is an interesting study which, insofar as I can judge, rather accurately states the current coordination situation for which ORR is responsible. Although there is some division of opinion within the Agency on the progress made by ORR, I am nevertheless inclined to believe that that office has made about as much progress in coordinating various phases of economic intelligence as has been possible under the prevailing concept of coordination by persuasion. Should the ORR efforts receive greater impetus from higher echelons within the Agency, further progress could reasonably be expected.

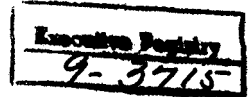
25X1 2. However, before seeking further coordination in certain fields of ORR responsibility, my personal inclination would be to check carefully on the value of the economic intelligence effort vis-a-vis other priority efforts. ORR is today one of the largest offices in the Agency, approximately [ ] personnel, and I sometimes wonder if the per cent of total Agency effort devoted to economic matters may not be disproportionately large in terms of priority national intelligence objectives. It may be that ELINT, guided missiles, cryptography, or some other aspect of the intelligence problem should receive a proportionately larger per cent of the total Agency and community effort.

25X1 3. Tab B of the ORR document indicates that there are now [ ] positions in the intelligence community devoted to [ ] effort. Current thinking within ORR is directed at some expansion and formalization of this effort. Such steps appear logical; however, before endorsing their implementation, I would be interested to learn how valuable [ ] has proven to be in the intelligence community. In particular it would be interesting to catalog those national intelligence estimates and other significant intelligence publications which have relied with some weight upon the production of the [ ] effort.

25X1 4. In summary then, I would say that ORR has laid out its problems in the coordination field accurately and effectively but that, from an over-all point of view, further coordination efforts in this field would profit from some analysis of the relative importance of these areas of intelligence to the total national effort.

  
[ ]  
Acting Inspector General

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15 MAY 1957

MEMORANDUM FOR: ✓ Mr. Lyman B. Kirkpatrick  
General Lucian Truscott, Jr.

SUBJECT: Implementation of ORR's Coordination Responsibilities

25X1 1. It is my understanding that you are presently interested in the progress which ORR has made in carrying out its assigned responsibilities for coordination as well as the problems which have arisen in the implementation of these responsibilities. With this in mind, I am forwarding the attached survey of our coordination activities. This working paper was prepared within ORR to give us some idea of our progress in the field of coordination, the problems we are facing, and the possible solutions to some of these difficulties. We feel that considerable progress has been made over the past five or six years, as reflected in annual reports to the IAC by the EIC (5) and the EDIC (4), as well as the recent report to the IAC of the [redacted]

2. You will observe in Tab A that we have reviewed our responsibilities for coordinating foreign economic intelligence in the light of the responsibilities assigned to us in NSCID-15. We have concluded from this review that the authority for coordination of this field of intelligence, as specified in NSCID-15 and in DCID 15/1, is adequate to support our coordination effort. No further authority is required at this time. It is clear from the survey contained in Tab A that certain significant problems do exist and that most of these difficulties will have to be handled through established coordination machinery or by direct negotiation with the agencies concerned. It also appears that there may be occasions when support will be required from the DD/I or the DCI. When such situations develop, the appropriate staff briefings will be prepared for their consideration.


25X1 3. The survey of our coordination efforts in the field of [redacted] contained in Tab B, reiterates the position taken by this Office in its report to the IAC on 14 August 1956. At some appropriate date in the future this recommendation will probably be reconsidered and may be resubmitted in some form to the DD/I and the DCI for their approval and presentation to the IAC.

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SUBJECT: Implementation of ORR's Coordination Responsibilities

4. We have been concerned for some time about the desirability of more formal and comprehensive coordination arrangements in the field of geographic intelligence. This question has been re-examined in Tab C, and it is our considered judgment that the unique characteristics of this intelligence category argue against the establishment of more formal and inclusive arrangements. No major obstacles presently exist to the coordination of this intelligence.

5. In September of 1954 a memorandum was submitted to the DD/I discussing the desirability of establishing a subcommittee on photographic intelligence at the IAC level. At that time certain improvements were anticipated in a number of informal arrangements for coordination and for this and other reasons it was concluded that the time was not appropriate to propose establishment of an IAC subcommittee. While some progress has been made in the coordination of photographic intelligence since that memorandum was prepared coordination arrangements are still inadequate to meet national intelligence requirements. As indicated in Tab D, it is believed that the photographic intelligence activities of CIA have now matured to the point where CIA's coordinating role in this field should be re-examined. Consideration will be given in the near future to the preparation of a staff study on this subject.

  
OTTO E. GUTHE  
Assistant Director  
Research and Reports

Enclosure:

1. ORR Coordination Study -  
Tab A, B, C, and D

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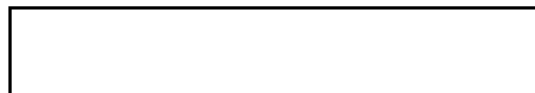
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IMPLEMENTATION OF ORR/CIA  
RESPONSIBILITY FOR COORDINATION  
OF INTELLIGENCE

11 MAY 1957



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11 MAY 1957

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ECONOMIC INTELLIGENCE

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- I. Coordination of Intelligence Research
    - A. Facilities and Arrangements
    - B. Quality of Intelligence
    - C. Production of Coordinated Intelligence
  - II. Coordination of Collection Guidance and Coordinated Improvement of Processing and Dissemination Procedures
    - A. Facilities and Arrangements
    - B. Improvements of Collection Guidance
- <sup>a</sup> ORR responsibilities, major accomplishments, and coordination problems are discussed under each of these main subheadings.

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(TAB C)

- I. Introduction
- II. Coordination of Research and Special Projects
- III. Coordination of Collection and Library Facilities
- IV. Problems in Coordination of Geographic Intelligence

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PHOTOGRAPHIC INTELLIGENCE

(TAB D)

- I. Introduction
- II. Coordination of Photographic Intelligence
- III. Problems in Coordination of Photographic Intelligence

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TAB A

ECONOMIC INTELLIGENCE

TAB A

I. Coordination of Intelligence Research

A. Facilities and Arrangements

1. Assigned Responsibility

"Maintain a continuing review of the requirements of the United States Government for foreign economic intelligence relating to the national security, and of the facilities and arrangements available to meet these requirements, making from time to time such recommendations to the National Security Council concerning improvements as may require National Security Council action." (NSCID 15, paragraph 1)

2. Major Accomplishments

a. Establishment of a Coordinating Mechanism

In compliance with NSC Action 282, CIA, in May 1951, completed a survey of the requirements and facilities of the U.S. Government for foreign economic intelligence relating to the national security. This survey revealed that while some twenty-four agencies of the Government collected and analyzed substantial amounts of information concerning foreign economies, there were no established procedures for coordination.

To meet this problem the Director of Central Intelligence, in accordance with his responsibilities under NSCID 15, established the Economic Intelligence Committee (EIC) for which terms of reference were approved by the IAC at its meeting of 17 May 1951. The EIC, in turn, has established some fifteen subcommittees and standing working groups, through which most of its activities are presently conducted. This committee has submitted five annual reports to the IAC since 1952.

At the request of the Secretary of State and the Director for Mutual Security, the DCI, with the concurrence of the IAC, established the Intelligence Working Group for direct intelligence support of the Economic Defense Advisory Committee (EDAC). This group, chaired by CIA, was established in July 1952, and was later designated as the Economic Defense Intelligence Committee (EDIC). Its designed function is "to develop and furnish intelligence to EDAC for policy making and operations in the economic defense field . . . and to develop closer continuous relationships among the

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operations, policy-formulation, and intelligence-research elements engaged in the economic defense program". To date, EDIC has submitted four annual reports to the IAC.

b. Review of Facilities and Allocation of Responsibility

During its first two years of existence, the EIC undertook several surveys to determine: (a) the distribution of professional personnel within the U.S. Government engaged in economic research on foreign countries, and (b) the extent and nature of certain of the research programs in which these personnel were engaged. These surveys were an essential prerequisite to the identification of important areas of duplication and inadequate coverage, and, together with other information, indicated that in the first instance CIA's coordination activity should be directed toward the Government-wide economic research effort on the Sino-Soviet Bloc.

It was clear from these surveys that over 90 percent of the economic research effort on the Bloc was centered in the Air Targets Branch of AFOIN and in ORR/CIA. It was also apparent that there was some duplication of effort in the two organizations. This information, together with other facts acquired less formally, prompted ORR/CIA to initiate an exchange of information on research programs with the Air Targets Branch in order to reduce duplication. In addition, ORR/CIA took the initiative in discussions with the Air Force to consider ways which might lead to less duplication in subject-matter coverage. This has resulted in an AFOIN decision to eliminate or reduce its work on many sectors of the Soviet economy, and within recent months AFOIN has stated its intention to rely on ORR/CIA for intelligence on a number of Soviet industries which the Air Force requires for target analysis.

It was also clear from these surveys that Chapter VI of the National Intelligence Surveys relating to the Sino-Soviet Bloc should be assigned to ORR/CIA rather than to OIR/State. At the time these surveys were initiated, responsibility for this section was lodged in OIR/State and was paid for with CIA funds despite the fact that the major effort within the Government on this area was lodged in CIA and that State was engaged in only a small part of this research. This responsibility has since been assigned to ORR/CIA.

The EIC surveys were also useful in enabling CIA and other intelligence agencies to identify professional talent on specialized subjects (e.g., transportation, petroleum, international

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trade) throughout the Government and to mobilize this talent both within the EIC framework and on an informal basis.

On 14 September 1954, the IAC approved a directive prepared in the EIC covering the production and coordination of foreign economic intelligence (DCID 15/1). This directive not only provided general policy guidance for the production and coordination of such intelligence, but also specifically allocated primary responsibility for production in various fields of economic intelligence among the IAC agencies. This was a major advance toward rationalization of the community-wide effort.

On 5 February 1953, the Economic Defense Intelligence Committee, agreed that intelligence required by the policy and action agencies of the Government for enforcement of economic defense policy should be produced by CIA as a service of common concern with the cooperation of other contributing agencies. This allocation of effort not only insured that available intelligence would be brought to bear for enforcement of U.S. policy, but also substantially eliminated the possibility of duplication.

c. Arrangements for Continuing Review of Research Programs

Beginning in FY 1953, the EIC has periodically published a Government-wide survey listing all significant internal and external economic research projects on the Sino-Soviet Bloc. During 1956 these surveys were extended to include selected non-Bloc areas in which Sino-Soviet Bloc economic activities were or may be important.

of these surveys in their research and programming in order to take account of work in progress or completed, and so avoid duplication of effort and insure adequate coverage of major intelligence sectors.

Pursuant to DCID 15/1, the EIC reviews proposed Government-sponsored external research contracts involving more than \$5,000. This review seeks to ensure that these projects do not unnecessarily duplicate research already scheduled, in progress, or completed; and permits modifications to be suggested to the contracting agency which would make the proposed project more acceptable and more useful to other interested agencies.

d. Arrangements for Continuing Review of Research Requirements

CIA and the rest of the intelligence community must, of course, rely heavily on their major consumers for guidance in both collection and production activities. The IAC approved statement

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of "Priority National Intelligence Objectives" provides useful guidance in this respect. Supplementing this statement of national objectives, the EIC has issued a statement of "Priority National Economic Intelligence Objectives" as a guide for economic intelligence collection and production.

The EIC priority research deficiency surveys undertaken by the several EIC substantive subcommittees are also helpful. The subcommittees review the state of intelligence in their fields, arrive at agreed statements of priority research deficiencies, and make recommendations as to appropriate actions to fill these deficiencies. Guidance is also obtained from the NIE production schedules, and from the requests of Government policy making bodies such as the President's Council on Foreign Economic Policy.

### 3. Problems in Meeting Assignment Responsibilities

In attempting to insure adequate facilities and arrangements for foreign economic intelligence, three principal problems have been encountered:

- (a) the difficulties connected with development of an efficient and effective EIC subcommittee structure;
- (b) the resistance of other agencies to a meaningful survey of their activities; and
- (c) the failure of the EIC external research review procedures to effectively criticize research proposals of questionable value.

Although most of the EIC subcommittees have successfully carried out a number of their assigned responsibilities for coordination, some features of the subcommittee structure have been seriously questioned. Among the criticisms of this structure are the complaints that certain of its coordination activities are carried out inefficiently and should be conducted informally and on an ad hoc basis outside the subcommittee framework. It is also argued that agency representatives knowledgeable on a particular subject have been hindered and obstructed by the necessity for coordinating with representatives who are not competent to deal with the topic at hand. These and other criticisms are being considered in the EIC in its current review of the entire subcommittee structure.

A second difficulty encountered in coordination stems from the natural reluctance of other agency representatives to submit their operations to survey and possible criticism - no matter how tactful

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the approach of the "coordinator" may be. Considerable progress has been made, as indicated above, in surveying research activities on the Sino-Soviet Bloc. However, once these surveys indicated a specific problem area, great patience and tact as well as protracted bilateral discussions were necessary in an effort to solve the problem. In some cases the DCI's or DD/I's assistance was essential, and in some cases it perhaps should have been sought to facilitate discussions.

With respect to future problems of this kind, an adequate survey of the facilities and arrangements for providing economic intelligence on non-Bloc areas has not been carried out within the IAC community. If the DCI is to carry out his responsibilities under paragraphs (d) (1) and (2) of Section 102 of the National Security Act of 1947, a survey covering certain aspects of this field may well be desirable. There have been a number of indications that Department of State representatives would be reluctant to undertake a meaningful review of these activities. If the Chairman of the EIC decides that such action should be taken and after the necessary staff work had been completed, it would probably be desirable to have such problems discussed by the DD/I or the DCI with appropriate members of the IAC.

On the matter of EIC review of external research projects (DCID 15/1, paragraph 3 b) the existing procedures do substantially eliminate the possibility of unnecessary duplication; but they have not adequately provided for effective criticism of major research efforts which are of questionable value. This is a matter of implementing the instructions in DCID 15/1 in the manner originally intended. This problem will be discussed with the EIC members in order to insure compliance with the Directive.

## B. Quality of Intelligence

### 1. Assigned Responsibility

"Evaluate, through regular procedures, the pertinence, extent, and quality of the foreign economic data available bearing on national security issues, and develop ways in which quality could be improved and gaps could be filled." (NSCID 15, paragraph 3)

### 2. Major Accomplishments

#### a. Review of the Extent and Quality of Intelligence Research

A number of EIC subcommittees have discussed and examined some of the more important research studies in their

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respective fields, and in some cases they have also examined the methodologies used in arriving at various intelligence estimates.

b. Identification of Research Deficiencies and Allocation of Project Responsibilities

As indicated above, the EIC subcommittees identify and discuss priority research deficiency in their particular fields. Generally, they have been able to establish agreed priorities among these deficiencies, to recommend remedial action to fill these deficiencies and to indicate the agency or agencies with capabilities to undertake the research required. This program has been useful in evaluating the quality of intelligence and in initiating action to fill the gaps identified.

c. Relating Intelligence to the Needs of Economic Defense

One of the functions of EDIC is to develop intelligence pertinent to the policy and operational requirements of economic defense. In carrying out this responsibility, EDIC has recorded a number of accomplishments. As one illustration, the Committee proposed adoption of more systematic procedures for the identification of unembargoed commodities which have become of strategic importance to the Bloc as a result of recent scientific and technological developments. Studies of such items -- including boron and high energy fuels -- have been undertaken as a result of EDIC initiative.

d. Other (including work on Post Mortems)

NIE Post Mortems indicating important research deficiencies in economic intelligence are systematically brought to the attention of the EIC subcommittees concerned for information and guidance in their review of the state of intelligence in their field.

3. Problems in Meeting Assigned Responsibility

Coordinated efforts to improve the quality of intelligence for which agencies are individually or jointly responsible requires objective and tactful leadership. There is too often a tendency in some subcommittees to be overly critical or overly restrained in presenting criticism and on the other side those responsible for producing the intelligence in question may be unduly sensitive to criticism.

As a related problem, it has appeared to ORR/CIA representatives on a number of occasions that the intelligence emphasis

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presented by a particular agency reflected more the well-known policy views of that agency than an objective intelligence analysis of the question at hand. This tendency is extremely difficult to overcome.

The problem of having professionally-unqualified representatives involved in the coordination of substantive matter has already been discussed under I-A-3.

There are, of course, occasions when the limitations of an agency's professional resources in relation to its departmental demands for economic intelligence becomes painfully obvious. This normally results in assigning even lower priority to coordination tasks and makes the job of improving the quality of intelligence even more onerous for the coordinator.

There is no question that progress has been made in at least partially overcoming these difficulties, but CIA must continue to be prepared to contend with problems of this kind as a part of its coordination responsibility.

### C. Production of Coordinated Intelligence

#### 1. Assigned Responsibility

"Insure through regular procedures that the full economic knowledge and technical talent available in the Government is brought to bear on important issues involving national security, including issues on which assistance is requested by the National Security Council or members thereof." (NSCID 15, paragraph 2)

#### 2. Major Accomplishments

##### a. Production of Coordinated Intelligence Reports

EIC is primarily a coordinating, and not a report-producing structure. When, however, two or more agencies can make significant contributions to a report, and/or it is particularly important that the report in question be accepted by the intelligence community generally and by policy-making officers as a community product, it may be desirable to produce a coordinated report. Under such circumstances, coordinated reports have been produced within the EIC structure. The Biweekly and periodic Summary Reports of Sino-Soviet Bloc Economic Activities in Underdeveloped Areas, and the EIC-RI series on Communist China's Trade and Transport illustrate such instances. Coordinated studies have

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been produced at the request of high-level consumers such as the Intelligence Advisory Committee, the CIA Office of National Estimates, and the Special Assistant to the President for Foreign Economic Policy. They have also been produced to fill intelligence deficiencies judged critical by the EIC itself. Production of reports within the EIC structure has permitted the best intelligence resources available within the Government to be brought to bear on the problems involved. Lists of the coordinated reports produced by the EIC and its subcommittees and working groups are contained in the EIC's five annual reports to the IAC.

#### b. EIC Contributions to Coordinated Intelligence

The EIC has from time to time coordinated contributions to National Intelligence Estimates and, thus, has facilitated the coordination process at the ONE/IAC level. Contributions have been coordinated for NIE 11-5-55, "Air Defense of the Sino-Soviet Bloc, 1955-60"; NIE 11-6-56, "Capabilities and Trends of Soviet Science and Technology", and SNIE 11-10-56, "Soviet Actions in the Middle East". The EIC has also arranged interagency assistance on individual agency publications of importance to the community as a whole. Such interagency support was arranged in the production of a report published by ACSI, Department of the Army, on "Armored Fighting Vehicle Industry of the Soviet Bloc".

#### c. Production of Coordinated Intelligence Through EDIC

Either on its own initiative or at the request of action agencies, the Economic Defense Intelligence Committee (EDIC) has prepared and disseminated 95 information documents involving research and analysis in the economic defense field. Of these, 37 were concerned with specific commodities or commodity groups, 27 were concerned with merchant shipping questions, and 31 were concerned with more general economic defense problems. (The Annual Reports of EDIC to the IAC contain complete lists of intelligence production completed.)

### 3. Problems in Meeting Assigned Responsibilities

The major obstacles to production of coordinated intelligence are included in the following categories:

- (a) The inherent inefficiency of producing intelligence "by committee" particularly when a number of agency participants have little or no competence with respect to the intelligence under consideration. A great deal

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of time is lost in attempting to educate those who do not understand the subject.

- (b) Some agency representatives on occasions appear to be more concerned with reflecting the policy views of their particular agency than in presenting objective intelligence.
- (c) In the clash of priorities which determine the assignment of limited numbers of qualified professional personnel to a variety of intelligence tasks, the departmental projects quite often win out. The problem of obtaining qualified personnel to spend sufficient time on coordinated studies is a continuing problem; although there are some notable examples of recent improvements in this regard.

Here as in section I-B-3, the answer is simply to recognize the facts of life which face nearly every coordinator. Some of these problems can be overcome by patience, tact, and negotiation. Others must, at the appropriate point, be clearly and forcefully presented to higher levels in the Agency for assistance.

## II. Coordination of Collection Guidance and Coordinated Improvement of Processing and Dissemination Procedures

### A. Facilities and Arrangements

#### 1. Assigned Responsibility

"Maintain a continuing review of the requirements of the United States Government for foreign economic intelligence relating to the national security, and of the facilities and arrangements available to meet those requirements, making from time to time such recommendations to the National Security Council concerning improvements as may require National Security Council action." (NSCID 15, paragraph 1)

#### 2. Major Accomplishments

##### a. Review of Sources and Collection Guides

At the request of the EIC Subcommittee on Requirements and Facilities for Collation, ORR, in June 1956, compiled a Bibliography of Economic and Scientific and Technical Guide Requirements (EIC-S-23). Contributions were obtained throughout the Intelligence Community and the completed list was approved by the EIC,

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the SEC, the GMIC, and the JAEIC. This is the first published listing of interrogation guides, background manuals, and continuing requirements. Copies have been distributed widely among IAC requirements and collection components.

Through a series of presentations at Committee meetings, the members of the EIC Subcommittee on Requirements and Facilities for Collation have been briefed on such activities as the Industrial and Biographic Registers of CIA; the Department of State, Research and Intelligence Area; AFOIN; the Office of Research and Intelligence, USIA; the Office of Scientific Information, Department of Commerce; and the Economic Reporting Activities of the Department of State. Familiarity with these activities together with the acquaintances gained through such briefings permit prompter and more effective coordination of requirements.

b. Development of New Arrangements for Collection Guidance

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At the request of State and with the endorsement and assistance of the EIC, ORR undertook in early 1953, to provide guidance for Economic Reporting Officers stationed in Bloc countries. This guidance takes the form of evaluations of reporting, selection, and preparation of background materials relating to key reporting targets, compilation and transmission of requirements, statements pertinent to current research projects, specialized briefing of officers assigned to Bloc posts, and assistance in obtaining equipment related to reporting activities. In large part as a result of this effort, the economic reporting from the Bloc posts has approximately doubled in the last four years and the quality and pertinence of reporting have improved markedly.

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In addition, arrangements have been made for the EIC to participate in: the systematic guidance of economic intelligence reporting by the Foreign Service from Free World countries (the Comprehensive Economic Reporting Program); and the State Department program for reporting on the Sino-Soviet Bloc from peripheral areas (the Peripheral Reporting Program).

*for* The IAC Standing Committee on Exchanges has increasingly called on the EIC subcommittees for technical advice and suggestions and exchange visits of US technicians to the Bloc. The reports of these subcommittees are essential to the IAC in assessing the probable net intelligence gain or loss to the US from these exchanges. Recommendations forwarded by the various EIC subcommittees have not only specified the intelligence value of such visits but have frequently included detailed suggestions for proposed itineraries and for individual US participants, as well as specific limitations recommended for the visits of Bloc delegations.

During 1955-56, EDIC established comprehensive instructions for the collection and reporting of economic defense information. During this same period, all pertinent reporting instructions issued to the US Foreign Service were reviewed by EDIC and views of the member agencies were transmitted to the Department of State. New instructions covering economic defense interests have been issued as a confidential supplement to the Foreign Service Manual. The success of these efforts has already been reflected in a substantial improvement in field reporting.

c. Arrangements for Dissemination and Processing of Intelligence

Discussion within the EIC Subcommittee on Requirements and Facilities for Collation led to the appointment of a Working Group whose recommendations ultimately resulted in NSCID 16, under which the Advisory Committee on Foreign Language Publications was established. This committee seeks to obtain full intelligence use of the information contained in foreign publications.

As a consequence of questions raised by the policy and action agencies, EDIC undertook a survey to determine the adequacy of dissemination procedures as they relate to current intelligence. As a result of this survey, certain changes were made in the distribution of current intelligence reports from the military services to the Office of Mutual Defense Assistance Control.

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### 3. Problems in Meeting Assigned Responsibilities

While considerable progress has been made in the coordination of collection guidance, no regular procedures have been established to permit the inclusion of priority requirements from the intelligence community in the standing requirements prepared by each of the military services. This is an appropriate item for discussion by the main committee of the EIC.

#### B. Improvement of Collection Guidance

##### 1. Assigned Responsibility

"Evaluate, through regular procedures, the pertinence, extent, and quality of the foreign economic data available bearing on national security issues, and develop ways in which quality could be improved and gaps could be filled." (NSCID 15, paragraph 3)

##### 2. Major Accomplishments

The EIC substantive subcommittees prepare statements of priority collection deficiencies, following their review of priority research deficiencies and the identification of problem research areas where data are not available to support needed research. Following EIC approval, these collection deficiency statements are forwarded for review to the Subcommittee on Requirements and Facilities for Collation. The responsibility for initiating appropriate collection actions remains with the members of the substantive subcommittees working through their own agency collection components. Interagency discussion of these priority deficiencies and suggestions for filling them are frequently of substantial benefit to the individual agency analysts in consulting with their collection components regarding the filling of these deficiencies.

Considerable effort has been devoted to the coordination of important requirements for economic intelligence as guidance for specific collection programs. An outline of requirements for the Peripheral Economic Reporting Program on the USSR and Satellites was prepared in April 1953 by the EIC Subcommittee on Requirements and

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Several actions have been taken to improve the effectiveness of requirements for Collection Guidance. The EIC Subcommittee for Requirements and Facilities for Collation prepared and distributed to collection units a paper on Washington coordination of Requirements. Through this Subcommittee and by independent action, ORR has attempted to regularize the flow of evaluations of Field reporting with emphasis upon that reporting which is most pertinent to specific research projects.

Improvements in coordinated guidance to the collectors of economic defense intelligence is adequately discussed in section II-B-2 in connection with the establishment of collection arrangements.

Finally, as a general guide to the preparation of collection requirements, the EIC statement of economic intelligence priorities based on DCID 4/6 has also been useful.

### 3. Problems in Meeting Collection Responsibilities

Here again, while progress has been made in this area, the inability of the intelligence community to insert certain of its priority requirements in the standing instructions of the military services to its representatives in the field has caused some concern. This requires further negotiation with military service representatives.

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GEOGRAPHIC INTELLIGENCE

REF C

I. Introduction

The subject of geographic intelligence is not covered by existing NSCID's; nor is it mentioned in the comprehensive enumeration of broad intelligence categories (e.g., political, cultural, economic, military) in NSCID's 2 and 3. The reasons for this omission derive from the somewhat unusual characteristics of geographic intelligence as a definable area of intelligence interest within the Government. Unlike other disciplines such as economics, political science, and sociology, geography must be characterized essentially as a methodology rather than an independent body of subject matter. The subject matter on which geography does place great emphasis and which contrasts with the data of other disciplines -- terrain, soils, climate, geodesy, and location -- is realized as finished intelligence primarily in its applications to the data of other intelligence categories or in response to various operational requirements. In its application to other intelligence it then becomes political, economic, or sociological geography. Its application to operations is identified as military geography, targeting, unconventional warfare, evasion and escape, border and area studies, and similar projects. In essence then, geographic intelligence is usually a component of most other intelligence categories.

Because of this unique relationship to other fields of intelligence -- which are the primary responsibility of a number of individual intelligence agencies -- the product of each agency's geographic intelligence effort must be designed to meet the specific requirements of its assigned departmental responsibilities; or, in some cases, the requirements of its principal customers in accordance with interagency arrangements. Collection requirements, file material, research facilities and professional talent must continuously be oriented toward these specific needs. A central unit to provide geographic research as a service of common concern would not be able to meet the diverse, sharply focused and detailed requirements of these major intelligence consumers. For the same reasons, extensive coordination of production in this field would normally be extremely difficult and unprofitable.

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## II. Coordination of Research and Special Projects

As a consequence of the unique characteristics of geographic intelligence as described above, most production in this field has been undertaken by each agency in accordance with its particular mission and assigned responsibilities. Some components, however, including ORR/CIA, also provide geographic intelligence for use by other agencies. In effect then, national security requirements for geographic intelligence are largely met by established departmental intelligence activities. Occasional requirements for geographic intelligence which originate at the Joint Chiefs or IAC level are fulfilled by delegation to the department most appropriately staffed.

Although geographic intelligence is an activity common to all departments, it is usually fitted into a differently named departmental intelligence activity, and is identified by the subject to which its methods and data are applied. The following is a listing of the major organizations which produce geographic intelligence.

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[REDACTED]

Any central allocation of effort to meet the diverse requirements imposed on these producing components would be ineffective and efforts to coordinate their research must of necessity be on a highly selective basis and confined to projects on which the interests of a number of agencies converge. Within these limitations, however, there are a number of activities designed to coordinate the product of geographic intelligence research.

- a. Exchange of project lists -- ORR periodically transmits a Status of Projects report to outside agencies for their information. While the OCR Publications Index lists some geographic intelligence produced by other agencies, there are no lists which identify projects under way in these agencies.
- b. External Research Staff, Department of State -- Minimizes duplication by circulating periodic listings of external research contracts of interest to the intelligence agencies; acts as clearing house for external research information.
- c. OCB Working Group on Antarctica -- Coordinates information and views on policy relating to Antarctic research and operations. The Department of Defense member is Chairman.
- d. Ad hoc IAC Working Group on geodesy and gravimetry -- An informally organized group which meets periodically to exchange information on Soviet advances, capabilities, and plans in geodesy and gravimetry. The ORR member acts as Chairman.

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- [REDACTED]
- e. Ad hoc Working Group on the International Geophysical Year -- Coordinates information and views on policy relating to non-Antarctic aspects of the IGY. No Chairman has been officially designated.

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Basic research is, of course, coordinated through the NIS program. This is covered by Chapter II, Military Geography and Chapter IX, Map and Chart Appraisal. In addition, certain elements of the Chapter I Brief cover basic geographic intelligence subjects.

### III. Coordination of Collection and Library Facilities

Geographic requirements for the collection of information are largely satisfied by collection activity performed at the request of those responsible for other categories of intelligence (e.g., economic, military, etc.). For much of the more basic geographic data required special coordination activities have been undertaken for the purpose of minimizing duplication of departmental collection guidance and insuring the coverage of national security interests with respect to collection.

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#### IV. Problems in Coordination of Geographic Intelligence

In summary, geographic intelligence is unlike other categories of intelligence in that it is usually a component of these categories. As a consequence, those IAC agencies assigned responsibility for political, economic, military, and other categories of intelligence as enumerated in NSCID's 2 and 3 have established geographic intelligence activities and arrangements to provide the particular geographic data which they require. Other government departments have made similar arrangements in accordance with their respective needs.

A number of formal and informal arrangements exist to coordinate specific research activities, although this is normally not feasible or desirable in view of the diverse objectives and interests of the various research components. On the more basic elements of geographic intelligence, which are common to a number of agencies, adequate coordination machinery has been established to meet the needs of basic research, collection and dissemination.

At the present time, there are no coordination problems in this field which require revision of existing NSCID's or specific support from the DCI's office. Special requirements for the coordination of geographic intelligence will continue to be met on an ad hoc basis by the CIA through its review of departmental activities bearing on national security interests. Arrangements such as the OCS Working Group on Antarctica, the Informal Working Group on Unconventional Warfare, and the Ad Hoc Working Group on Geodesy and Gravimetry will continue to be developed and maintained as appropriate.

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PHOTOGRAPHIC INTELLIGENCE

TAB D

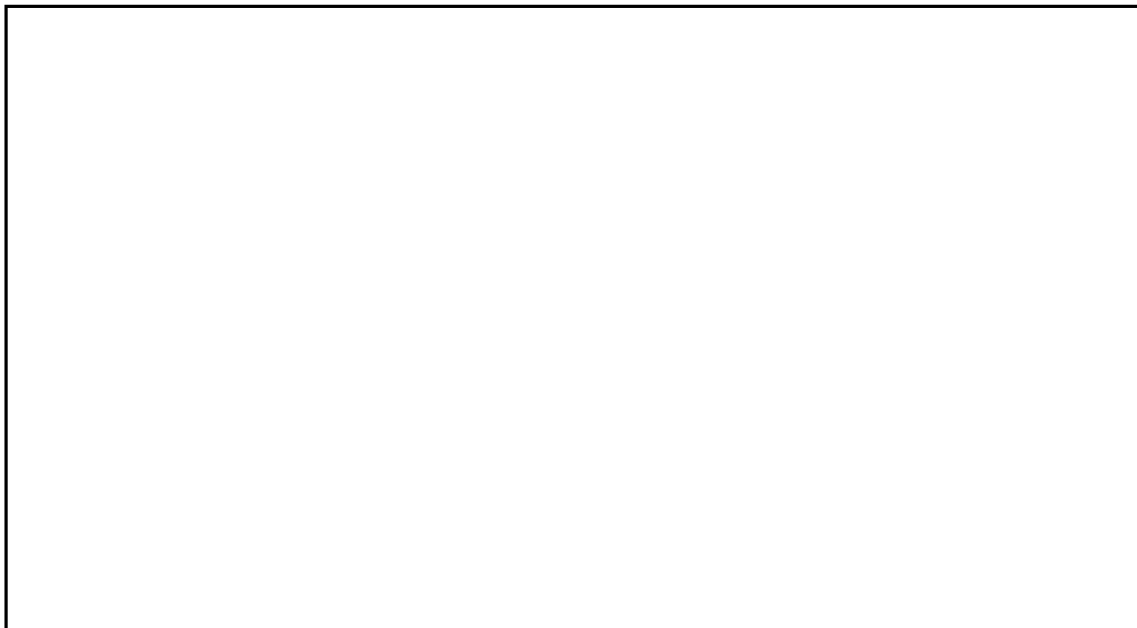
I. Introduction

Like geographic intelligence, photographic intelligence represents a technique rather than a body of unique data. However, it differs from geographic intelligence in that it utilizes a unique body of materials. Opportunities for coordination exist in the fields of collection, collation, interpretation, and the technical subject matter of photogrammetry and development of hardware. Some progress has been made in coordinating community interests in these matters. However, as described in section III below, considerably more needs to be accomplished for there to be assurance of the proper coverage of national intelligence interests.

II. Coordination of Photographic Intelligence

Except as undertaken in the Photo Intelligence Division of CIA, the production of photographic intelligence is largely accomplished by facilities designed to service departmental requirements. Basic data relating to the availability of photography are formally coordinated and produced as a part of Chapter I, Brief, and Chapter IX, Maps and Mapping, of the National Intelligence Survey Program. Major elements of the Intelligence Community which produce photographic intelligence are as follows:

a. Air Force



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b. Navy

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c. Army

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d. CIA

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Formal arrangements to coordinate national security interests in  
this field consist of:

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### III Problems in Coordination of Photographic Intelligence

Serious areas of duplication and inadequate coverage of national intelligence interests exist with respect to photographic intelligence. Unlike geographic intelligence, photographic intelligence is not well served by the traditional intelligence channels and informal machinery; the difference stems from the influence of restrictive departmental concerns on the processing of unique materials whose direct procurement is possible for only a few of the departments interested. Collection, collation, exchange of information, and photographic research and development are hindered by inter-departmental rivalries and the absence of coordination in certain matters of common concern. The current activities of recognized and informal working groups on photography organized under the NS have ameliorated the problem, but are inadequate because they lack enforcing authority. Moreover, as placed organizationally, they cannot represent all interests. It has been suggested that consideration be given to the issuance of an intelligence directive (NSCID or DCID) which, while recognizing departmental responsibilities, would specifically delegate to the CIA certain responsibility for insuring that photographic intelligence activities cover national intelligence interests and that duplication of effort be minimized. This directive could contain, or be followed by, the following arrangements:

1. Priority requirements affecting national intelligence interests would be coordinated by the CIA in conference with other departments concerned.
2. Coordination arrangements would be developed for the timely dissemination of all mission reports, plot sheets, and duplicates of all negatives related to national intelligence priorities.
3. The exchange of information on research and development of common interest related to photographic, photo interpretation and photogrammetric equipment and techniques of importance to national intelligence would be coordinated by the CIA.

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4. The CIA would be responsible for coordinating the arrangements for the various Vital Storage programs for photographic intelligence materials relating to national intelligence interests.

A memorandum was submitted by the Chief of the Photo Intelligence Division through the AD/RR to the DD/I on 25 September 1954 (Top Secret) discussing the desirability of establishing a sub-committee on photographic intelligence at the IAC level. This report anticipated certain improvements with respect to interagency coordination in this field including: acceptance of CIA requirements in the military services; CIA representation on inter-service committees on photographic interpretation; and the establishment of a US Joint Service Print Library or Central Photo Index. Progress has been made on all three points, however, existing arrangements still do not satisfactorily meet the national intelligence requirements. On the main question posed by the report -- that of an IAC Sub-Committee -- it was concluded that it was not desirable to establish such a committee at that time.

It is believed that the photographic intelligence activities of CIA have now matured to the point where more careful consideration of CIA's coordinating role in this field is desirable. The precise nature of appropriate coordination arrangements has not as yet been carefully thought out. However, consideration will be given to the preparation of a staff study in the near future to determine those aspects of photographic intelligence which might most usefully be coordinated and the coordination arrangements most appropriate for the present situation.

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